City of Lafayette Staff Report

For:	City Council
	Redevelopment Agency Board
By:	Sarah Allen, Planning Intern
	Michael Cass, Planning Technician
Date Written:	February 20, 2008
Meeting Date:	February 25, 2008
Subject:	Station Area Planning Program ("SAPP") Application

Project History

On January 28, 2008, the City Council ("Council") and the Lafayette Redevelopment Agency Board ("RDA") pulled the subject item from the consent calendar. The Council and the Board raised the following questions:

1. Where will the required 20% match coming from? Will there be funds available?

2. Are the key goals and guidelines of the Station Area Planning Program compatible with the General Plan?

3. Do the plans need to incorporate the entirety of the ½-mile radius from the existing transit station, thus encroaching north of the BART Station (within single-family residential zoning districts)?

Purpose of the Grant

The grant is for the environmental review document that will accompany the Downtown Strategy. It is not for a planning document in addition to the Downtown Strategy.

Fiscal Impact

A local match of 20% of the total project budget is required and must be provided as a cash match. Previously allocated funds do not qualify towards the 20% required match. Based on analysis by Community Development Director Ann Merideth and the Downtown Strategy consultant Wallace, Roberts, & Todd, staff recommends requesting $200,000 for the preparation of the Downtown Strategy environmental documents. The original cost estimate last year was $82,000; staff now believes that this estimate was conservative now that preparation of the Strategy is underway. Therefore, a financial commitment of approximately $40,000 is required. Administrative Services Director Tracy Robinson verbally confirmed that a maximum of $40,000 in RDA funds will be available during this and the following fiscal years. Before the City Council can adopt a final Strategy and proceed with its implementation, environmental review will have to occur. If we are successful in our grant application, the required cost to the Agency will be reduced.

11D

Compatibility with General Plan

Staff will not include any statements, policies, or assumptions within the Station Area Planning Program Application that have not otherwise been formally adopted and/or implemented by the City. Please refer to the attached draft application. (Please note that the draft application is still being prepared.)

Defining Station Areas

Within the Station Area Planning Manual ("the Manual"), the Metropolitan Transportation Commission identifies seven Place Types that account for unique qualities of each community. After reviewing the Manual, staff determined that the Redevelopment Project Area ("Project Area") may be classified as either a Transit Town Center or Mixed-Use Corridor. Additionally, the Lafayette Redevelopment Project Area was adopted as a Planned Priority Development Area ("PDA"). Local jurisdictions identified by the FOCUS Program as planned or potential PDAs are eligible applicants for the fiscal year 2007/08 cycle of grants. Staff does not intend to include areas outside of the Project Area as part of the Station Area Planning Program application. By limiting the application to the Project Area, single-family residential districts, including properties north of the BART station, are not included in the Downtown Strategy.

Staff Recommendation

Adopt RDA Resolution R2008-01, directing staff to submit a Station Area Planning Program application, requesting funding for the preparation of the environmental documents associated with the Downtown Strategy, demonstrating support for participation in SAPP, and committing a minimum 20% local match.

Attachments

A. Draft Station Area Planning Program Application
B. CC/RDA Staff Report, dated January 28, 2008
C. Draft Redevelopment Agency Resolution R2008-01
D. Station Area Planning Program Guidelines
E. Excerpts from MTC's Station Area Planning Manual

DRAFT

ABAG

STATION AREA PLANNING PROGRAM – FY07/08
Application for Funding

Please review the program criteria and planning grant manual for more information

Part 1 - GENERAL INFORMATION	
a. Lead Applicant (City/County)	City of Lafayette / Lafayette Redevelopment Agency
b. Partner Transit Agency	Bay Area Rapid Transit
c. Station Area/ Project Location	Lafayette Redevelopment Project Area
d. Contact Info for Lead Applicant (City/County)	Ann Merideth, Community Development Director AMerideth@ci.lafayette.ca.us Direct: (925) 299-3218 Main: (925) 284-1976 Fax: ((25) 284-1122
e. Contact Info for Transit Agency	Michael Tanner (510) 464-6433 mtanner@bart.gov
f. Other Transit Agencies Serving Station Area	Contra Costa County Connection; Lamorinda School Bus System
g. Local Stakeholder and Community Partners (attached letters of recommendation if applicable)	
h. Station Area Plan Identified Placetype(s)[1]	Transit Town Center; Mixed-Use Corridor
i. Total Project Budget	
j. Total Grant Request from MTC	$200,000.00
k. Local Match (cash) 20% required	$40,000.00
l. Source of Local Matching Funds	Lafayette Redevelopment Agency
m. In-Kind local match	

[1] Please see the *Station Area Planning Manual* for a description of the Placetypes.

Part 2 - TYPE OF PLANNING ACTIVITY (check all that apply)	
a. ☐ Specific Plan ☐ Zoning Amendment ☐ Program-Level Environmental Impact Report (EIR) ☒ Project-Level Environmental Impact Report (EIR) ☐ Other (describe in narrative below)	☐ Precise Plan ☐ Form-Based Code
b. Anticipated Start Date[2]: May 2007	c. Anticipated End Date: March 2009

Part 3 - STATION AREA INFORMATION (For Half Mile Radius Around Station)		
	CURRENT CONDITIONS*	FUTURE GOAL
a. Types of Zoning in Station Area	Commercial, Retail, Professional Office, Multifamily Residential	Commercial, Retail, Mixed Uses, Office, Senior Housing, Multifamily Residential
b. Total Population (Best Estimate)	*To be calculated*	*To be calculated*
c. Total Households (Best Estimate)	*To be calculated*	*To be calculated*
d. Total Jobs (Best Estimate)	*To be calculated*	*To be calculated*
e. Available Transit Service(s)	BART, County Connection	BART, County Connection

* please provide source for current conditions

Part 4 - ADDITIONAL INFORMATION		
	Yes	No
a. Is the request for this planning grant to augment an existing planning effort that is already partially funded?	☒	☐
b. If you answered yes to (a), has a consultant already been hired to assist in the development of the plan?	☒	☐
c. Is the station area currently recognized as a transit station in the General Plan?	☐	☐
d. Have other plans (any targeted planning efforts including specific plans, precise plans, area plans, concept plans) been developed within the last 15 years that cover the station area? Note: If yes, please attach list of individual planning efforts and date completed	☒	☐
e. Will the plan be formally adopted by the city council or Board of Supervisors?	☒	☐

[2] Funding agreements will be ready Summer 2008

f.	Is the station area within the boundaries of a redevelopment area?	☒	☐
g.	Does the property owned by the transit agency represent part of the development potential for the station area?	☐	☒

Part 5 –NARRATIVE

Attach a no more than FOUR page (8½ x 11 paper – single spaced, 12 pt. font) narrative to your proposal that addresses** all of **the following questions and provides any other relevant information.

1. Introduction/Vision

What is the vision for the station area?

On October 28, 2002, the City of Lafayette adopted an updated General Plan, which encourages growth and new direction for the downtown and Redevelopment Area, while preserving and enhancing the center of Lafayette as a place where residents, employees, and visitors can congregate, take part in civic activities, and enjoy the ambiance of small town life. The Redevelopment Area spans three distinct areas along Mt. Diablo Boulevard: the Downtown Core, East End Commercial, and West End Commercial. Lafayette strives to establish the Downtown Core as the center of commercial and cultural life. The City encourages a mix of retail, office, commercial, and residential uses to meet all needs of the community and visitors. The City strives to strengthen the West End Commercial Area by continuing a mix of office and office-related service activities, including an emphasis on restaurants, business services, office support activities, and housing. To improve the appearance and function of the East End Commercial Area the City actively supports consolidation and redevelopment of under-performing properties. For the Redevelopment Area as a whole, the City encourages a mix of uses, creating a pedestrian-oriented environment, improving the appearance and function of the commercial areas, consolidating and redeveloping under-performing properties, promoting multi-family residential uses and mixed use development, establishing design guidelines for the downtown, and preserving historic sites and structures. The City envisions enhancing downtown Lafayette as a commercial, civic, and cultural center. The City wants to foster distinct, convenient, attractive, and safe commercial projects that serve and complement the existing residential neighborhoods throughout the rest of the City.

Which Place Type(s) in the *Station Area Planning Manual* seems most appropriate for your station area and why?

After reviewing the MTC Station Area Planning Manual, the City has determined there are two Place Types which appropriately describe the areas near the Lafayette BART station: Transit Town Center and Corridor.

Downtown Lafayette can be described as a Transit Town Center. The half mile semi-circle surrounding the BART station is currently a lively area of community and economic activity encompassing Plaza Park, Town Center, Lafayette Mercantile, La Fiesta Square, as well as several historical sites/buildings. Local buses (Contra Costa County Connection) and BART serve the area's transportation needs. Currently there exists a moderate density mix of residential, commercial, employment, and cultural uses. The City intends to continue those uses as well increase housing and employment opportunities as called out in the General Plan (Goal H-2 & LU-9). The community is well served by the retail available however with the expectation of additional housing a new need for local-serving retail may be created.

In addition to a Transit Town Center, Lafayette may also be described as a corridor. Due to the linear quality of the City, the economic and community activity exists along Mt. Diablo Boulevard without a distinct center. Local buses currently serve the corridor, which is comprised of a moderately dense mix of

residential, commercial, employment and cultural uses. The Downtown Strategy will identify opportunities to increase the density of these uses, while striving to maintain the existing scale and character of the area.

What type of plan or study will be developed and why (e.g. specific plan, precise plan)? Will the planning process include a project-level or programmatic EIR and/or revisions and updates to zoning codes, etc.?

The Strategy, encompassing the generally the Lafayette Redevelopment Project Area, is a specific plan being created for the purpose of guiding development of the downtown, enabling the City to make decisions that remain true to its past and good for its future. The Strategy is intended to create a proactive vision for the downtown, as an alternative to merely reacting to development proposals. As a specific plan, the Strategy will require an Environmental Impact Report which is expected to commence immediately after the development of the plan is completed. Completion of the plan is scheduled for September 2008. While there may be a need for General Plan and zoning ordinance updates, specific changes are unclear at this time as the Strategy is still undergoing a public preparation process.

Lafayette has created several specific plans within the proposed station area including the La Fiesta Square Specific Plan, the Plaza Park Block Specific Plan and the BART Block Specific Plan. All of these plans have been implemented through City Council Resolution. The plans are fragmented sections of the downtown and while they will still be effective after the adoption of the station area plan, the Strategy will create unified goals and policies for the entire downtown. Refer to the attached resolutions and copies of the specific plans.

If specific plans or other similar plans have been prepared for the station area in the past, explain reason for updating plans and how the previous plan was implemented. (Please attach a list of all planning efforts and documents that have been developed for any portions of the station area within the last 15 years. Include dates completed).

2. Existing Policies

Describe any existing local policies that are already in place that will help provide more housing and transportation choices in the station area, including innovative parking policies, transportation demand management strategies, pedestrian-oriented design standards, multimodal transportation level of service standards or performance measures existing affordable housing policies such as inclusionary zoning, general plan designation or policies, etc.

The General Plan identifies several goals and policies intended to provide an attractive well-designed downtown core with focus on pedestrian movement, diverse housing types, and alternatives to single occupancy vehicles. Lafayette has several examples of policies already in place that will help provide additional housing and transportation choices in combination with the Downtown Strategy.

Lafayette does not have an overabundance of parking and as such must be creative with limited resources. The City has recently published a Commuter Guide that details where people can park as well as alternatives to driving. This public outreach is an excellent example of how Lafayette is engaging the public and encouraging alternative transportation choices. Additionally, some parking strategies suggested by the Downtown Strategy consultants and discussed at public meetings include: decreasing requirements for senior housing, providing incentives for shared parking, taking into account different parking needs for different land uses.

In an effort to carry out the goals stated in the Circulation chapter of the General Plan the City contracts with the South West Area Transportation Committee, a subsection of the Contra Costa County Transit Authority, for transportation demand management strategies. The City endorses and encourages county programs like carpool, vanpool, Guaranteed Ride Home, Student Transit Ticket Program, Wage Works, and Commuter Checks. These programs are design to encourage the use of transit and reduce single occupancy vehicle travel.

Designing streets and walkways with pedestrians in mind as the Downtown continues to develop will

encourage the use of public transit and alternative modes such as biking and walking. The City has implemented and will continue to update the Walkways Master Plan as well as the Bikeways Master Plan, further increasing bicycle and pedestrian access throughout Lafayette.
On October 23, 2006 the Lafayette Redevelopment Agency adopted Resolution 2006-05 requiring 15 percent of all new and substantially rehabilitated dwelling units developed within a Redevelopment Project Area to be designated as affordable. In addition to the several affordable housing policies in the General Plan including encouraging the construction of multi-family housing (policy H-2.4), encouraging infill housing developments (policy H-2.7), providing opportunities for senior housing (policy H-3.2), and providing density bonuses to projects that incorporate affordable units (policy H-3.4), the City has also resumed work on an inclusionary zoning ordinance. After a brief interruption due to staff and funding constraints, the City has begun meeting with community stakeholders in order to develop key components of the proposed ordinance scheduled to go before the Council in the summer of 2008.

3. Proposed Planning Elements

Briefly describe how each of the planning elements in Part 6 (below) will be addressed as part of the Station Area Plan. Note why any elements would not be included in the station area plan based on existing plans and policies.

Community Involvement Strategy

The Downtown Strategy includes the following community involvement components:

- Advisory Committee: Representatives from City Commissions (including Senior and Youth Commissions), community organizations, and downtown property owners and businesses meet regularly with the consultants and staff.
- *Vistas*: Article in City newsletter about Strategy process and schedule sent to 11,000 residences and businesses.
- Citywide Survey: Survey sent to 11,000 residences and businesses and available on-line (received 2,500 responses).
- Community Workshops: Three workshops held at process milestones and advertised online, in newspaper, and via e-mail.
- Stakeholder Interviews: Consultants hold one-on-one interviews with downtown stakeholders.
- Downtown Displays: Displays of concept alternatives and preferred concept.
- Intercept Survey: Consultants conduct intercept interviews at downtown locations, including BART station.
- Phone Survey: Consultants conduct statistically valid survey to produce complete responses from 100 residents.

Market Demand Analysis

In preparing the Strategy, the economic consultant prepares a comprehensive market analysis to inform conceptual land use planning and assist in the formulation of development policies and strategies that are grounded in economic reality. The analysis focuses primarily on residential (for-sale and rental), retail, and office uses, and includes an analysis of innovative product types such as mixed-use and live/work projects. The analysis recommends potential quantities and types of office space and multi-family housing, including below-market rate residential units per the City's Housing Element. It provides market-based recommendations for the appropriate land use mix and phasing of the Strategy. Based on the assessment of market conditions, the location and type, price range and project scale of residential development, and opportunities for new commercial development based on economic trends, potential expenditures and the advantages of downtown will be identified.

Land Use Alternatives

The process includes the preparation of land use concept alternatives based on economic, land use, circulation, and natural resource analyses. These alternatives are not intended to offer final solutions from

which a "winner" is chosen, but rather to illuminate the decisions facing the community and demonstrate the implications of different choices. The alternatives address:

- Type, density, and distribution of land uses, and areas appropriate for new development
- Development/land use scenarios for key sites and transit-oriented development along key transportation corridors
- Linkages and integration with adjacent neighborhoods
- Potential for greenhouse reduction over a baseline scenario

A Preferred Concept will be prepared with a land use diagram, goals, policies, and objectives. The Concept will articulate the community aspirations informed by analysis of community resources and market conditions and trends and based on consultant insight, local business experience, and community desires.

Parking Demand Analysis

Data on on-street and off-street parking inventory and recent and ongoing studies of parking supply and demand has been gathered. Based on this data and observations, a qualitative description of parking use and locations that currently experience parking deficits at certain times of day is provided. A parking plan for each land use zone will be prepared to include a mix of short-term and long-term and public and private options.

Station Access & Connectivity Plan

The Strategy will include a circulation element with a circulation plan. Key auto, pedestrian, bicycle and transit access and circulation routes are mapped. The element will include a comprehensive set of policies addressing auto, pedestrian, bicycle and transit circulation throughout the project area. Policies will cover strategies to enhance and promote pedestrian and bicycle mobility and access, adequately serve automobile flows, encourage transit use, and better link the varied land uses that the area serves, including residential, retail, office, school, recreation, and entertainment uses.

Affordable Housing Strategy

ABAG's Regional Housing Needs Allocation (RHNA) will be evaluated as well as opportunities for meeting requirements for affordable housing production arising from the Lafayette Redevelopment Project. The City's Housing Element and information from the Redevelopment Agency on current and projected assisted affordable housing production and potentially available funds will be reviewed. The Preferred Concept will characterize both requirements for housing production, as well as opportunities for addressing these requirements (including the opportunities in the City's Housing Element), in the project area. Specifically, opportunities for higher density multi-family units in the downtown core near BART station will be identified.

Accessibility Plan

The Strategy will illustrate pedestrian connections to the BART station in the downtown. It will also address housing within close proximity to the station.

Infrastructure Development & Financing Strategy

The Strategy will describe infrastructure and community services and facilities improvements required to implement the Strategy that are different from those currently planned, and provide goals, policies, and objectives relating to the design, implementation, phasing, and financing of the proposed infrastructure and services. Financing tools that will be considered include: available project area tax increment based upon current projections and projections of new increment generated by the preferred concept; TOD funding sources; and assessment district formation for operation and maintenance of public improvements.

Pedestrian-Friendly Design Standards

The Strategy will include design standards that promote pedestrian use in the downtown. Such standards will include; relationship of building frontage to sidewalks; landscaping, street furniture and public art to promote attractive walking experiences; and safe and convenient crosswalks.

Implementation Plan

The Strategy will identify and prioritize recommended measures to implement the Preferred Concept. Implementation measures will include specific recommendations regarding economic opportunities, such as:

- Target opportunities for commercial, housing, or other uses that are important to the City;
- Locations best suited for development–both vacant and not–with consideration given to acquisition and assemblage costs;
- Needed amendments to the General Plan and Zoning Ordinance;
- Capital improvements and appropriate financing mechanisms;
- Potential economic incentive programs;
- Implementation-oriented measures resulting from the various component studies; and
- Key implementation agencies.

While the implementation plan will include recommendations on how to spend redevelopment monies, the primary focus will be on prioritizing realistic strategies for stimulating more private investment and on capitalizing on development opportunities. Recommended phasing of development based on market absorption will be provided as will a discussion of possible funding sources for each of the implementation actions. The emphasis of this plan will be on the stimulation of private investment and the potential for public/private partnerships.

4. Project Readiness/Local Commitment to the Plan and Implementation

Are there currently development proposals for -- or developers interested in -- the station area? If yes, describe proposals and schedule.

Until recently, few developers have expressed an interest in developing Lafayette's Downtown. Notable exceptions include the new Veteran's Memorial Building, Town Center Phase I and II, Lafayette Mercantile, and the Lafayette Library and Learning Center. The completion and on-set of these recent projects spawned a drastic increase to the number of potential development projects within the downtown. The most-recently approved project within the Lafayette Redevelopment Project Area is the Woodbury LLC, a 60-unit luxury condominium development,. Anticipated redevelopment projects within the Redevelopment Project Area include at least two senior housing projects. One senior housing developer, Eden Housing, Inc., recently acquired a 0.78-acre parcel and developed conceptual plans for an approximately 40-unit senior housing development. Another senior housing developer, Merrill Gardens of Lafayette LLC, recently acquired four parcels totaling 0.98-acres, where a market rate senior housing project is in the development stage. The City formed a Senior Housing Task Force devoted to identifying opportunities and constraints for developing senior housing in Lafayette and assisting developers, such as Eden Housing, Inc., acquire property and assist them through the application process. Add a sentence about Town Center Phase III. In addition to the formal applications, City staff has had pre-application meetings with a developer of a 38-unit residential development in the West End Commercial zone, along Mt. Diablo Blvd., and a mixed-use development along Lafayette Circle within the Downtown Core. The City is prepared to begin discussions with the future developer of a 1.19-acre parcel formerly occupied by a car dealership, which closed in 2007. The property is currently on the market. Add information about timing of the projects mentioned.

Are there any major property owners included in the planning area and will they be part of the planning process? (if so please name specific stakeholders and note the properties they own).

The City of Lafayette strives to utilize an extensive community outreach component for all projects, but particularly the Downtown Strategy. Public outreach entails: Advisory Committee; article in the City's quarterly newsletter, Vistas; a survey; three community workshops; stakeholder interviews; downtown displays; intercept surveys; and phone surveys. The Downtown Strategy Advisory Committee includes a local developer, Steven Cortese of Cortese Properties LLC. Steven Cortese is the developer of Lafayette Mercantile, a 55,000 sq. ft. mixed-use retail and office development, and La Fiesta Square. Of the 2,500 surveys returned, approximately 31% reside within ½ mile of Mt. Diablo Blvd.

5. Implementation

How will your jurisdiction ensure that policies established in the plan are supported and enacted? Does the city/county council plan to adopt the plan? Adopt the EIR and new zoning?
How will your jurisdiction ensure that development proposals conform to both the plan and community expectations?
As with the other specific plans in the downtown, the Strategy is intended to be adopted by City Council Resolution and implemented through the daily activities of the Planning Services Division. The Lafayette City Council anticipates accepting the Downtown Strategy in September 2008. Final approval will occur after the completion of environmental review. Council is confident the plan will be a reflection of the community's values and expectations as a result of the extensive public outreach and involvement process already in progress. As the Chair of the Advisory Committee, Mayor Mike Anderson provides regular updates to Council, ensuring all members are informed about the progress of the Strategy and each have the opportunity to convey questions and concerns. Additionally, the Planning Services Division 2008 Work Plan lists the Downtown Strategy as a continued task for the coming year. The Work Plan, which was unanimously adopted by the City Council in January 2008, is a yearly update outlining work done in the previous year and work to be completed in the coming year.
Staff and the Community have invested _____hours since the process began in 2007. In addition to staff time City Council has already invested $_____ in the development of the Strategy. Most of the initial investment has gone into selecting and hiring a consultant that has designed a public participation process which will ultimately end in the creation of a plan that is both desirable for the community as well as feasible for the City.

Part 6 – PLANNING ELEMENTS		
	To be included in plan?	
	Yes	No
1. Community Involvement Strategy Description: An outline describing the outreach strategy used in the plan, including all public meetings, notices, charettes, and other outreach tools for the plan, with special attention paid to effective methods towards involving community groups and minority, low-income, youth, renter, and non-English speaking populations.	☒	☐
2. Market Demand Analysis Description: An analysis of the future market demand for higher density-housing at all levels of affordability, retail, commercial and industrial (if appropriate) uses.	☒	☐

3. Land Use Alternatives Description: Development of several land use scenarios based on the market demand analysis for the area, their impacts upon the existing community and neighboring land uses, the feasibility of instituting each alternative, and the selection of a preferred development scenario. Should include analysis of potentially incompatible land uses and resulting exposure issues.	☒	☐
4. Parking Demand Analysis Description: A thorough analysis of existing and future parking demand – both at the station and throughout the station area in residential and commercial areas - and an analysis of innovative TOD-oriented parking strategies for local adoption based on MTC's Parking Toolkit.	☒	☐
5. Station Access & Connectivity Plan Description: Strategies for improving bus access to rail stations and ferry terminals and frequency of feeder services (in consultation with transit providers) as well as pedestrian, bicycle and auto access and safety. Multi-modal connections between the transit stations and surrounding neighborhoods should be emphasized.	☒	☐
6. Affordable Housing Strategy Description: An analysis of existing housing stock and policies and how well they provide a range of housing choices, both in type and affordability. Strategies (including land use policies, other policies and programs) to meet affordable housing goals, provide housing affordable to low-income residents and minimize impacts to existing residents during implementation of the plan.	☒	☐
7. Accessibility Plan Description: An accessibility plan for people with disabilities that ensures fully accessible transit stations, accessible paths of travel between the stations and surrounding areas, and habitable housing units adjacent to the station where feasible.	☒	☐

8. Infrastructure Development & Financing Strategy Description: An analysis of current and future public infrastructure needed in the station area (including schools, libraries, parks, sewers and other facilities) to serve the existing and future needs of the anticipated population. Financing strategies should propose specific mechanisms to fund necessary improvements, expansions, and maintenance of existing services.	☒	☐
9. Pedestrian-Friendly Design Standards Description: Building, open space and street design standards that focus on pedestrian-oriented design that enhances the walking environment and increases pedestrian comfort and convenience as well as the safety and security of transit patrons in and around the station area.	☒	☐
10. Implementation Plan Description: A list of measurable actions detailed in plan, and estimated timeline for their implementation, including adoption of new policies, phasing of new infrastructure and public developments, creation of new programs and, identification of near and longer term priorities.	REQUIRED	

Part 7 – MAP OF STATION AREA

Attach a map showing the boundaries of the station area and any other relevant information for land uses, station location, etc. Photos of current conditions in the station area are optional.

All images must be in PDF form and should not exceed 5 MB combined

Part 8 – ATTACHMENTS

A. Letter of Support – Erling Horn, Downtown Street Improvement Master Plan Implementation Committee
B. Letter of Support – Ruth Davis McCahan, Senior Services Commission Chair
C. Letter of Support – Michael Tanner, Bay Area Rapid Transit District

City of Lafayette Staff Report

For:	City Council
	Redevelopment Agency Board
By:	Sarah Allen, Planning Intern
	Michael Cass, Planning Technician
Date Written:	January 8, 2008
Meeting Date:	January 28, 2008
Subject:	Station Area Planning Program Grant Application

Background

On November 15, 2007, Association of Bay Area Governments' Executive Board unanimously approved the Lafayette Redevelopment Area as a planned Priority Development Area ("PDA"). The Association of Bay Area Governments ("ABAG") and Metropolitan Transportation Commission ("MTC") presented the $7.5 million Station Area Planning Program ("SAPP"), as the first of several grant opportunities for PDAs. The SAPP is an initiative to finance planning efforts that will result in land use plans and policies that increase transit ridership around public transit hubs and bus and rail corridors in the nine-county San Francisco Bay Area. The key goals of the program are to:

1. Boost transit ridership and reduce vehicle miles traveled (VMT) by station area residents, employees and visitors;
2. Increase walking, bicycling, carpooling, car-sharing, local transit and other transportation options for residents, employees and visitors within the station area;
3. Increase the housing supply within station areas, particularly affordable housing for low-income residents;
4. Increase jobs in station areas and provide access to jobs elsewhere along transit corridors; and
5. Locate key services and retail within station areas.

In addition to the key goals of the program, station area plans funded under the program should address: a significant public outreach and community involvement process, analyses of housing and levels of affordability, land-use alternatives in relation to market demand, analyses of parking and public transportation, ADA accessibility, pedestrian friendly design standards, and an achievable implementation plan. Staff believes the Downtown Strategic Plan ("the Plan") satisfies all of these criteria and recommends that the City apply for available funding to be utilized for the preparation of environmental documents associated with the Plan.

SAPP applications are due by February 29, 2008. The Plan must be completed between 18 and 30 months from execution of the funding agreement.

Fiscal Impact

A total of $7.5 million has been allocated to the program in FY2007-08, with planning grants between $100,000 and $750,000 available for localized planning efforts, such as preparation of environmental review documents or creation of specific plan elements. A local match of 20 percent of the total project

budget is required and must be provided as a cash match. Previously allocated funds do not qualify towards the 20 percent required match.

Wallace Roberts & Todd ("WRT"), the Downtown Strategy consulting firm, prepared the attached estimate for the preparation of environmental documents. WRT estimated that the preparation of environmental documents will cost a minimum of $81,180. After consultation with Community Development Director Ann Merideth, staff believes that this estimate from last spring may be out-of – date and conservative based on the Strategy work done since then, and recommends that the City request a maximum of $200,000, indicating that a commitment by the RDA of approximately $40,000 is required.

Staff Recommendation

Adopt RDA Resolution R2008-01, directing staff to submit a Station Area Planning Program application, requesting funding for the preparation of the environmental documents associated with the Downtown Strategic Plan, demonstrating support for participation in SAPP, and committing a minimum 20 percent local match.

Attachments

A. Redevelopment Agency Resolution R2008-01
B. Station Area Planning Program Application and Program Guidelines
C. WRT Estimate for Preparation of Environmental Review Documents

BEFORE THE REDEVELOPMENT AGENCY OF THE CITY OF LAFAYETTE

In the matter of:

AUTHORIZING THE FILING OF AN APPLICATION FOR STATION AREA PLANNING PROGRAM FUNDING THROUGH THE ASSOCIATION OF BAY AREA GOVERNMENTS AND THE METROPOLITAN TRANSPORTATION COMMISSION, FOR THE ENVIRONMENTAL DOCUMENTS ASSOCIATED WITH THE DOWNTOWN STRATEGIC PLAN AND COMMITTING THE ASSURANCE OF THE CITY OF LAFAYETTE TO COMPLETE THIS PROJECT	)	Resolution No. R2008-01

WHEREAS, the Association of Bay Area Governments ("ABAG") and the Metropolitan Transportation Commission ("MTC") allocated $7.5 million in planning grants for the Station Area Planning Program in Fiscal Year 2007/2008 for the Station Area Planning Program ("SAPP").

WHEREAS, the goals of SAPP are to boost transit ridership and reduce vehicle miles traveled by station area residents, employees and visitors; increase walking, bicycling, carpooling, car-sharing, local transit and other options for residents, employees and visitors; increase the housing supply within station areas, particularly affordable housing for low-income residents; increase jobs in station areas and provide access to jobs elsewhere along transit corridors; and locate key services and retail within station areas.

WHEREAS, areas that have applied and been approved as planned or potential Priority Development Areas ("PDA") to the multi-agency FOCUS program are eligible to apply for SAPP funding.

WHEREAS, planning activities eligible for funding include specific plans and environmental documents.

WHEREAS, Station Area Plans should address the Station Area Planning Principals outlined within the *Station Area Planning Manual.*

WHEREAS, Station Area Plans must be completed between 18 and 30 months from execution of the funding agreement.

WHEREAS, the Lafayette Redevelopment Agency ("RDA") commits to a local cash match of 20 percent of the total project budget.

WHEREAS, the sponsor understands that the SAPP funding is fixed at the requested amount, and therefore any cost increase cannot be expected to be funded with SAPP funds.

WHEREAS, the City of Lafayette ("the City") and the RDA are eligible and willing applicants for SAPP funding.

WHEREAS, the City and the RDA will submit a grant application to ABAG and MTC to fund the preparation of environmental documents associated with the Downtown Strategic Plan ("the Plan").

NOW, THEREFORE, BE IT RESOLVED THAT:

Section 1 The Lafayette City Council and the Lafayette Redevelopment Agency Board authorize the City and the RDA to execute and file an application requesting funding up to $200,000.00 through SAPP for the environmental documents associated with the Plan.

Section 2 The Lafayette City Council and Lafayette Redevelopment Agency Board by adopting this resolution do hereby state that the RDA will provide local matching funds of 20 percent of the total project cost.

Section 3 The City Clerk or staff representative will transmit a copy of this resolution to ABAG and MTC.

Section 4 The City is an eligible and willing applicant of funds available through SAPP.

Section 7 There is no known legal impediment to the City making an application for funding under SAPP.

PASSED AND ADOPTED by the City Council and the Redevelopment Agency Board of the City of Lafayette at a regular meeting held on the 28th day of January, 2008, by the following vote to wit:

AYES:
NOES:
ABSTAIN:
ABSENT:

APPROVED:

Mike Anderson, Mayor and Board Chair

ATTEST:

Joanne Robbins, City Clerk

ABAG

Metropolitan Transportation Commission
Association of Bay Area Governments

Station Area Planning Program
CYCLE TWO: FY07/08
PROGRAM GUIDELINES

Program Description

The Station Area Planning Program is an initiative to finance planning efforts that will result in land use plans and policies that increase transit ridership around public transit hubs and bus and rail corridors in the nine-county San Francisco Bay Area. The key goals of this program are to:

(1) boost transit ridership and reduce vehicle miles traveled (VMT) by station area residents, employees and visitors
(2) increase walking, bicycling, carpooling, carsharing, local transit and other transportation options for residents, employees and visitors within the station area
(3) increase the housing supply within station areas, particularly affordable housing for low-income residents
(4) increase jobs in station areas and provide access to jobs elsewhere along transit corridors, and
(5) locate key services and retail within station areas

Grantees successful in securing funding under Cycle Two of the Station Area Planning Program will enter into funding agreements with MTC in early summer 2008. The overall program, however, will be jointly managed by both MTC and ABAG.

Who Can Apply?

Local governments (cities and counties) can apply for station area planning funding. Plans are expected to encompass a half-mile radius around an existing or future transit station or bus corridor. Grants will be awarded on a competitive basis to areas eligible in the two categories outlined below. Local governments must partner with the transit providers serving the station area and the relevant county congestion management agency in order to receive funding. Partnerships with local non-profit groups and community-based organizations are also strongly encouraged. In this FY07/08 cycle of Station Area Planning Program grants, applicants will be limited to:

- Station areas in the following transit extension projects identified under MTC's Resolution 3434 that do not currently meet MTC's TOD policy for minimum housing thresholds: (1) BART east Contra Costa rail extension (eBART); (2) BART downtown Fremont to San Jose/Santa Clara extension (SVRT); (3) Sonoma-Marin Rail corridor (SMART); (4) Dumbarton Rail corridor, and (5) potential terminals for ferry service expansion by the Water Transit Authority.

- Areas that have applied and been approved as planned or potential Priority Development Areas (PDAs) to the multi-agency FOCUS program.

Priority for this 07/08 cycle of funding will be given to station areas along the five Resolution 3434 corridors noted above.

How Much Funding is Available?

MTC has allocated $7.5 million in planning grants for the Station Area Planning Program in FY2007-08 to fund station area plans. A minimum of $100,000 and a maximum of $750,000 is available per grant. A local match of 20 percent of the total project budget is required and must be provided as a cash match.

Eligible Planning Activities:
The Station Area Planning Program will provide financial support for planning processes that seek to increase transit ridership by maximizing the development potential around current or future transit stations or corridors. Planning processes that have the greatest potential for resulting in real land use policy changes and new development will be the most competitive.

Specific plans—or an equivalent—are preferred due to the ability to conduct programmatic or project-level Environmental Impact Reports (EIRs) on the plan in order to facilitate the development process. Additional types of plans and processes are also eligible for program funding including, but not limited to, precise plans, transit overlay zoning, zoning amendments, environmental impact reports for recently completed specific plans, market analyses, and form-based codes. EIRs are strongly recommended but not required as part of the proposed planning process. There must, however, be a strong implementation component for any planning process funded under this program, including agreement by the local jurisdiction to formally adopt or accept the completed Station Area Plan.

Focus of Planning Activities:
Station Area Plans funded under this program should address the Station Area Planning Principles outlined in the *Station Area Planning Manual*. At a minimum, plans should include the following components unless applicants can demonstrate existing policies or programs are in place that address any individual element:

(1) a significant public outreach and community involvement process targeting traditionally under-served populations
(2) a market demand analysis for housing at all levels of affordability, jobs and retail in the station area
(3) the development of several detailed land use alternatives based in part on the results of the market demand analysis
(4) a parking demand analysis to assess parking demand and management strategies appropriate for a station area – both at the station and for surrounding commercial and residential properties
(5) a station access and connectivity plan
(6) a housing strategy that promotes housing that will be affordable to low-income residents and attempts to minimize the displacement of existing residents
(7) an accessibility plan for people with disabilities that ensures fully accessible transit stations, accessible paths of travel between the stations and surrounding areas, and visitable and habitable housing units where feasible
(8) an infrastructure development and financing plan
(9) pedestrian-friendly design standards for streets, buildings and open space
(10) an implementation plan to ensure that the Station Area Plan will be adopted and all necessary supporting policies, zoning, and programs will be updated.

If a city only needs assistance with select planning elements, the applicant should outline the needs and explain how the remaining planning elements outlined above have already been satisfied. More details on each of these planning elements can be found in the Station Area Planning Program application and in the *Station Area Planning Manual*.

Station Area Plans must be completed within 18-30 months from completion of the funding agreement with the applicant.

Evaluation Criteria & Application Process

PART ONE: SCREENING CRITERIA

(a) Station Area is part of a transit corridor identified in Resolution 3434 or has been accepted as either a planned or potential Priority Development Area (PDA) under the FOCUS program.
(b) Applicant is partnering with relevant local transit providers serving station area.
(c) Applicant has committed minimum local match amount.
(d) Resolution from City Council supporting *EITHER*
    a. the proposed planning process for Resolution 3434 station areas *OR*
    b. the area as a Priority Development Area under the FOCUS program (due April 30, 2008).
(e) Application is complete and responsive.

PART TWO: EVALUATION CRITERIA (100 POINTS TOTAL)

1. Project Impact (30 points)

(a) Potential for Station Area Plan to boost transit ridership, increase transportation options, increase the housing supply within the station area, particularly affordable housing for low-income residents, increase employment in the station area and provide access to jobs elsewhere along the transit corridor, and locate key services and retail within the station area.
(b) Potential for Station Area Plan to provide planning assistance for a low-income area or community of concern (as defined by MTC through the Lifeline Transportation Program).
(c) Potential for Station Area Plan to meet or exceed Placetype guidelines proposed in the *Station Area Planning Manual.*

2. Existing Policies (10 points)

(a) Jurisdiction has demonstrated a commitment to provide more housing and transportation choices. This commitment is largely demonstrated through existing policies, including innovative parking policies, TOD zoning, transportation demand management strategies, existing citywide affordable housing policies such as inclusionary zoning, supportive general plan policies, sustainability policies, including green building policies and alternative energy policies, etc.

3. Planning Process (25 points)

(a) Potential for Station Area Plan to address Station Area Planning Principles in the *Station Area Planning Manual.* Narrative includes strategic approach to the Planning Elements described in Section 6 of the application. If Planning Elements will not be included in plan, applicant has demonstrated that policies, programs or analyses already exist that satisfy the intent of each element.

4. Local Commitment (20 points)

(a) Planning process is ready to go and will proceed shortly after approval of station area planning grant. City is prepared to see the plan through to implementation.
(b) Demonstration of community support for planning process (public involvement to date, letters of support, etc.).
(c) Developers and major property owners are supportive and will be part of the proposed planning process

5. Implementation (15 points)

(a) Plan is intended for adoption by City Council or Board of Supervisors and will result in tangible policy changes including a general plan amendment and zoning changes if necessary.
(b) Jurisdiction has plans to ensure that development proposals conform to both the plan and community expectations

PART THREE: APPLICATION PROCESS

Step 1: A Call for Applications is issued in late 2007. Applications are due February 29, 2008 (though local resolutions of support may be submitted up until March 28, 2008).

Step 2: Applicants are evaluated using the criteria outlined above. The applications will be evaluated by representatives of ABAG, BCDC, MTC, the Bay Area Air Quality Management District and other stakeholders. Station Area Plans in the five Resolution 3434 corridors noted above will receive priority for the FY07-08 cycle of funding, though Priority Development Areas are encouraged to submit applications and strong candidates will likely be funded given the available pool of funding. *Staff reserve the right to screen applications from further review by the evaluation panel if the proposals are incomplete or non-responsive to key elements of the program.*

Step 3: Based on the final recommendations of the evaluation team, and funding availability of the overall program, MTC's Executive Director will make a final funding recommendation to the Commission in April 2008.

Step 4: Following the Commission's approval, grant recipients will enter into a funding agreement with MTC and proceed. Station Area Plans must be completed within 18-30 months from execution of the funding agreement. Planning funds not invoiced within 30 months will revert to the planning program.

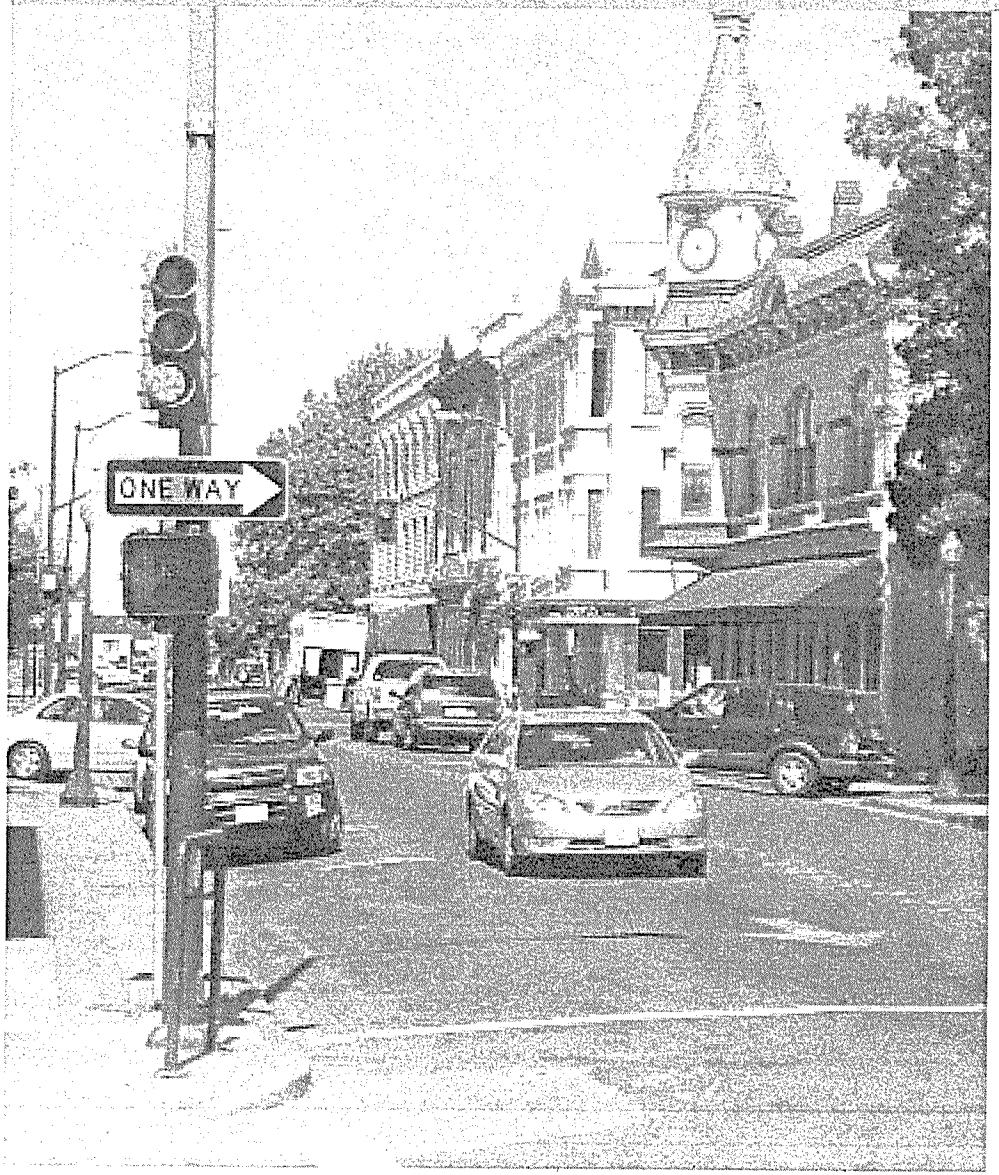
Applications for funding under the Station Area Planning Program must be submitted in electronic format only. Submission instructions will be posted on the websites of MTC and ABAG in January 2008.

1 TOD Place Types

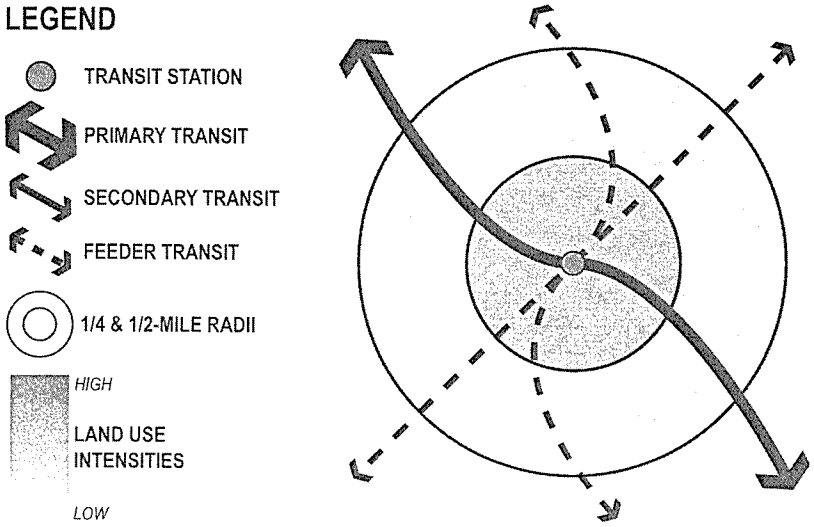
What is a Place Type?

Some transit stations are located in bustling downtowns at the heart of the regional economy; others are located in residential neighborhoods where transit provides a convenient means for commuters to travel to and from work, and get to and from leisure activities. Some stations are located in areas that are experiencing rapid pressures to grown and change, while others are more established, where change will be more incremental. Every station area in the Bay Area, existing and proposed, faces a unique set of challenges, and will require specially tailored strategies for creating high-quality TOD. However, across many different types of station areas, similar characteristics begin to emerge. These similarities can help planners, citizens, and elected officials quickly and easily understand the key planning considerations and expectations for the character, role, and function of different types of places.

Transit Town Center



Transit Town Centers are more local-serving centers of economic and community activity than City Centers and Suburban Centers and attract fewer users from the greater region. A variety of transit options serve Transit Town Centers, with a mix of origin and destination trips, focusing primarily on commuter service to jobs in the greater region, with a lesser degree of secondary transit service than in other other centers. Residential density around Transit Town Centers is usually lower than larger centers, but there is still a mix of single- and multi-family residential, with a mix of retail, smaller-scale employment, and civic uses. Intensities in Transit Town Centers are usually noticeably greater within 1/4-mile of the transit station than within the 1/2-mile radius. Examples of Transit Town Centers are Hercules waterfront, Suisun City, Napa, and Livermore.

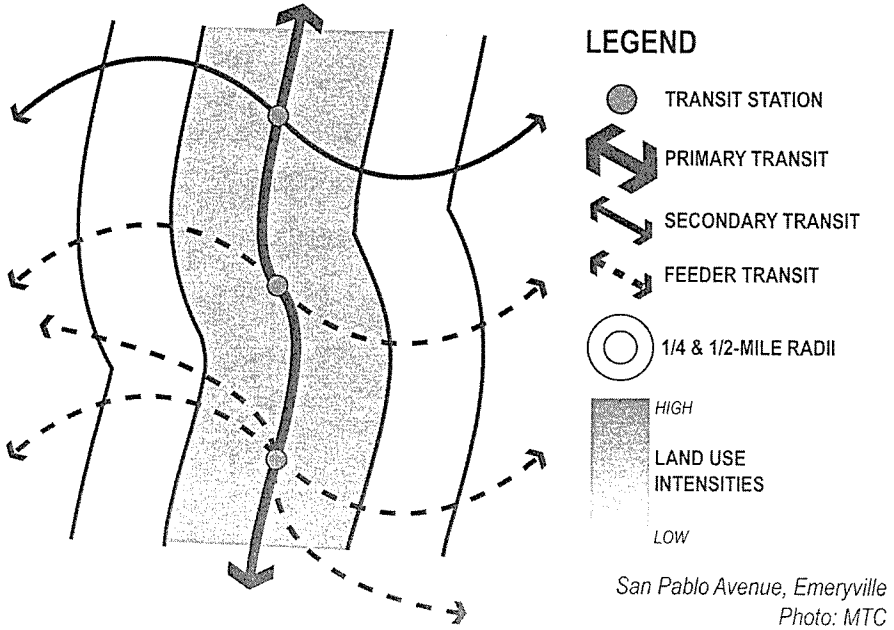


Downtown Napa
Photo: Ian McDougall

Mixed-Use Corridor

Streetcars, light rail, bus rapid transit, or high-volume bus corridors can serve Mixed-Use Corridors. These areas create a focus of economic and community activity without a distinct center and their effect is usually limited to the corridor strip. They are made up of a mix of a moderate-density buildings housing services, retail, employment, and civic or cultural uses. Residential development is usually characterized by older, lower-density homes just off of the main strip and newer, denser development on the corridor itself.

Mixed-Use Corridors are also sometimes served by transit stations that create nodes as part of transit lines with wider station spacing, as well as networks of secondary transit, such as local buses. Bay Area corridors also present a good opportunity to create new models for future development. Mixed-Use Corridors are usually more intense within a 1/4-mile radius of stops along the corridor than within 1/2-mile Existing Mixed-Use Corridors include International Boulevard in Oakland, San Pablo Avenue in the East Bay, Geary Boulevard in San Francisco, and El Camino Real on the San Francisco Peninsula.



San Pablo Avenue, Emeryville
Photo: MTC

STATION AREA PLANNING MANUAL
PLACE TYPE IDENTIFICATION

Key Identifying Questions	Centers			
	Regional Center	City Center	Suburban Center	Transit Town Center
What are/will be the characteristics of the Station Area?	Primary center of economic and cultural activity.	Significant center of economic and cultural activity with regional-scale destinations.	Significant center of economic and cultural activity with regional-scale destinations.	Local center of economic and community activity.
What is/will be the transit mode in the Station Area?	All Modes	All Modes	All Modes	Commuter Rail, Local/ Regional Bus Hub, Ferry, Potentially BART
What is/will be the land use mix and density in the Station Area?	High-density mix of residential, commercial, employment, and civic/cultural uses.	Moderate- to high-density mix of residential, commercial, employment, and civic/cultural uses.	Moderate- to high-density mix of residential, commercial, employment, and civic/cultural uses.	Moderate-density mix of residential, commercial, employment, and civic/cultural uses.
What are/will be the characteristics of retail in the Station Area?	Regional-serving destination retail opportunity; need for local-serving retail	Regional-serving destination retail opportunity; need for local-serving and community-serving retail	Regional-serving destination retail opportunity; need for local-serving and community-serving retail	Community-serving and destination retail opportunity; need for local-serving retail.
What are/will be major planning and development challenges?	Integrating dense mix of housing and employment into built-out context.	Integrating high-density housing into existing mix of housing and employment to support local-serving retail.	Introducing housing into predominantly employment uses and improving connections/access to transit.	Increasing densities while retaining scale and improving transit access.
Example [2]	Downtown San Francisco, Oakland & San Jose	Downtown Hayward, Berkeley, Redwood City & Santa Rosa	Pleasant Hill BART, Dublin/Pleasanton BART	Hercules Waterfront, Suisun City, Napa, Livermore

Notes

[1] Station Area typically refers to half mile radius around station or roughly 500 acres

[2] Station Areas are typically a mix of characteristics of several Place Types. These examples are meant to be illustrative of the qualities only.

Districts		Corridor	Key Identifying Questions
Urban Neighborhood	Transit Neighborhood	Mixed Use Neighborhood	
Predominantly residential district with good access to Regional and Sub-Regional Centers	Predominantly residential district organized around transit station	Local focus of economic and community activity without distinct "center"	What are/will be the characteristics of the Station Area?
BART, LRT/Streetcar, BRT, Commuter Rail, Local Bus	LRT/Streetcar, BRT, Commuter Rail, Potentially Ferry, Local Bus	LRT/Streetcar, BRT, Local Bus	What is/will be the transit mode in the Station Area?
Moderate - to high-density, predominantly residential uses with supporting commercial and employment uses.	Low- to moderate-density, predominantly residential uses with supporting commercial and employment uses.	Moderate-density mix of residential, commercial, employment, and civic/cultural uses.	What is/will be the land use mix and density in the Station Area?
Primarily local-serving retail opportunity; need for some community-serving retail	Primarily local-serving retail opportunity.	Primarily local-serving retail opportunity; need for some community-serving retail	What are/will be the characteristics of retail in the Station Area?
Expanding local-serving retail opportunities and increasing high-density housing opportunities.	Integrating moderate-density housing and supporting local-serving retail.	Expanding local-serving retail opportunities and increasing high-density housing opportunities.	What are/will be major planning and development challenges?
Fruitvale in Oakland, Japantown in San Jose, Church/Market in San Francisco	Whisman Station in Mountain View, El Cerrito del Norte, Ohlone Chynoweth in San Jose, Glen Park	San Pablo Avenue, El Camino Real, Geary Boulevard, International Boulevard	Example [2]